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1 July 1961

MEMORANDUM FOR: Director of Central Intelligence

SUBJECT: Joint Study Group Recommendations Re. CI and

REFERENCE: OMB-D-1.5/53 dated 19 June 1961

SUMMARY

1. The reference report on the subject, which is summarized in Attachment A thereto, has been prepared by the Coordination Staff as a response to instructions by Mr. Dulles to conduct an analysis of possible means for implementing the recommendations as approved by the President.

2. These recommendations proposed the establishment of a central requirements facility, and its use of the CIA Office of Central Reference for reference purposes. The Coordination Staff has made a continuing study of this subject with interested agencies, and has participated in or kept informed of related developments.

3. These recommendations, which were of a tentative nature even as expressed by the Joint Study Group, have prompted widely varying reactions, both favorable and unfavorable. For example, the Bureau of the Budget has indicated continuing interest in the centralized processing of intelligence requirements. On the other hand, there are serious reservations within the intelligence community as to the validity of this concept and hence of the subject recommendations.

4. The Coordination Staff in the attached report recommends an interim action by the USIB which would encourage and support continued improvement of requirements systems within member agencies and the Board structure, while deferring consideration of a central facility as recommended by the Joint Study Group.

5. So far as we have been able to determine informally, there does not appear to be objection by the USIB agencies to the recommendations in the reference report.



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USIB-D-1.5/23  
19 June 1962

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MEMORANDUM FOR THE UNITED STATES INTELLIGENCE BOARD

SUBJECT            :    Joint Study Group Recommendations No. 21 and 22

REFERENCE         :    USIB-D-1.5/5, 10 March 1961

The attached Coordination Staff memoranda, which are forwarded for review, respond to instructions of the DCI in the reference, and contain an analysis of NSC-approved Joint Study Group Recommendations No. 21 and 22, including identification of factors and elements bearing on the implementation of those Recommendations. This matter will be placed on the agenda of an early USIB meeting for discussion and action on the Coordination Staff recommendations set forth in paragraph 9 of Attachment B.

[Redacted Signature Block]

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Executive Secretary

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Attachments

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Attachment A  
USIB-D-1.5/23  
19 June 1962

MEMORANDUM FOR: Chairman, United States Intelligence Board

SUBJECT: Joint Study Group Recommendations No. 21 and 22

REFERENCE: USIB-D-1.5/5, 10 March 1961

1. The attached memorandum for the Chairman, United States Intelligence Board (USIB), on the subject is a response to instructions by the Director of Central Intelligence (DCI) in the reference that the Coordination Staff initiate an analysis of Joint Study Group (JSG) Recommendations No. 21, 22 and 23. The attachment concerns JSG Recommendations No. 21 and 22 only; Recommendation No. 23 will be reported on separately later.

2. JSG Recommendation No. 21 proposed the establishment of a central requirements facility, initially to coordinate requirements for clandestine and SIGINT collection, and if successful subsequently to be expanded to other requirements. JSG Recommendation No. 22 provided that the CIA Office of Central Reference be used as the reference facility by the new central requirements body. National Security Council action approved by the President on these recommendations referred them to the USIB for implementation in consultation with the Secretary of Defense and the Joint Chiefs of Staff, because the Secretary of Defense, while concurring with the intent of these recommendations, desired further study on the method of their implementation.

3. The attached memorandum notes that there are within the intelligence community serious reservations as to the need for or feasibility of the particular kind of action called for in these recommendations. Despite these reservations, however, the attachment cites many actions taken within the community to improve the development, processing and coordination of collection requirements, a number of them stemming from or stimulated by JSG recommendations.

4. The attachment concludes that the total effect of these actions, if energetically and systematically pursued and supported, should be substantial progress toward the general objective of the JSG

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recommendations, namely, more effective coordination of collection requirements throughout the community. Therefore, it recommends that USIB members, collectively and in their agencies, encourage and support the strengthening and improvement of systems for coordinating requirements within member agencies and the USIB structure; meanwhile, deferring consideration of the need for or feasibility of a central facility as envisaged by the Joint Study Group.

Recommendation: That the attached memorandum be circulated to the USIB for consideration of the recommendations contained in paragraph 9 thereof.



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Assistant for Coordination

Attachment

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Attachment B  
USIB-D-1.5/23  
19 June 1962

MEMORANDUM FOR: Chairman, United States Intelligence Board

SUBJECT: Joint Study Group Recommendations No. 21 and 22

REFERENCE: USIB-D-1.5/5 dated 10 March 1961

1. On 10 March 1961, the Coordination Staff of the Director of Central Intelligence (DCI) was instructed by the Director to initiate an analysis of Joint Study Group (JSG) Recommendations No. 21, 22 and 23, for the purpose of identifying those factors and elements thereof which the community might be able to implement without prejudice to the ultimate decisions within the Department of Defense concerning reorganization of its intelligence elements. The Coordination Staff has included information as to its activities pursuant to this instruction in the reports which it has prepared for the DCI on the status of actions on Joint Study Group Recommendations as of 1 May and 21 August 1961 and 1 March 1962. This memorandum concerns JSG Recommendations No. 21 and 22 only; a separate report on Recommendation No. 23 will be made at a later date.

2. Recommendations No. 21 and 22 themselves, viewed in the light of the supporting text of the Joint Study Group Report, may be summarized as follows:

a. An interagency body should be established, made up of top-quality experts drawn from and representing the collection and production agencies, which should have full knowledge of all collection resources of the U. S. Government and to which all intelligence information requirements of all elements of the Government should be forwarded. This interagency body would make a determination as to the availability in Washington of the information desired, either in intelligence reports already disseminated or in the usual public repositories or both.

b. To assist this interagency body in determining whether the information desired is available in Washington, the Office of Central Reference of the Central Intelligence Agency (CIA) should have a record of all of the information collected through intelligence media.

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c. After determining that the information desired as expressed in a requirement is not available in Washington, the interagency body should assign the requirement to a particular collector or collectors in accordance with the information in the hands of this body as to the collection resources of the various collectors.

d. This body should report to the United States Intelligence Board (USIB) any failure to act upon assigned requirements.

e. For the time being, this body should concern itself only with clandestine and signal intelligence collection.

3. The action of the National Security Council as approved by the President concurred in principle with Recommendations No. 21 and 22 and referred them to the USIB for implementation in consultation with the Secretary of Defense and the Joint Chiefs of Staff. This action was taken because the Secretary of Defense, while concurring with the intent of these recommendations, desired further study on the method of their implementation.

4. The Coordination Staff, pursuant to the instructions of the DCI, discussed and conferred with representatives of the interested agencies concerning factors involved in implementing Recommendations No. 21 and 22. It has also participated in or kept informed of developments throughout the intelligence community related to this subject, including a number of exploratory studies and experiments.

5. Discussions within the intelligence community with respect to these recommendations, as well as consideration of the exploratory efforts, have made clear that there are within the community serious reservations as to the need for or feasibility of the particular kind of action called for in these recommendations. Questions have been raised as to the feasibility of comparing and coordinating, in a single central office for the entire community, requirements which vary widely in form, content, subject matter, specificity, and timing, and differ markedly among agencies and for types of collection. It has been pointed out that many, if not most, requirements are statements of continuing information needs, more often generalized rather than specific or detailed requirements that can be satisfied at any given time or through any particular collection means. Information requirements related to highly sophisticated collection techniques, such as space surveillance and overhead reconnaissance, require special treatment and are being effectively coordinated on a functional basis. The areas suggested by Joint Study Group Recommendation No. 21 for initial experimentation, namely clandestine

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and signal intelligence collection, have formal coordination mechanisms in the Interagency Clandestine Collection Priorities Committee (IPC) and the SIGINT Committee. The need for a single central office to police duplicate requirements has been questioned, both as to the seriousness of the problem and the possibility of other remedies. Finally, concern has been expressed as to the effect of these recommendations upon command channels and established operational concepts which could lead to serious administrative and management problems.

6. Despite these reservations concerning the precise terms of JSG Recommendations No. 21 and 22, many improvements have been made by the intelligence community in the development, processing and coordination of collection requirements, a number of them stemming from or stimulated by these and other recommendations of the Joint Study Group. Among the actions which contributed to such improvements, many of which are also the results of continuing efforts by the agencies involved, are the following:

a. USIB has revised and refined the Priority National Intelligence Objectives (PNIO's), as well as approved coordinated statements of requirements in a number of fields such as space surveillance.

b. Various USIB committees have strengthened their coordination of requirements, as for example the revised IPC lists and the new COMINT and ELINT requirements lists.

c. A compatible system for numbering requirements has been adopted by the CIA, the Defense Intelligence Agency (DIA) and the State Department.

d. DIA has been charged with registering, evaluating, and assigning priorities to all Department of Defense (DOD) intelligence requirements and those levied upon DIA by non-DOD agencies. The system for discharging this responsibility has been activated and is in the process of evolutionary development, including a requirements registry which is compatible with that being developed in CIA.

e. The Office of Central Reference in the CIA designed a system for and conducted an experiment in the indexing and recording by machine-processing of individual collection requirements. Based on this experiment, a Requirements Registry has been authorized on a provisional basis, to report to a newly appointed Staff Requirements Coordinator. The Registry is to

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provide management-type information and subject-area coverage of requirements originated in or levied upon CIA. A CIA Requirements Committee has been formed to consider collection guidance and requirements problems within CIA. While the specific scope of its activities and responsibilities is not yet firm, a working group of this committee is drafting a revised collection guidance program designed to provide more adequate guidance to collectors upon whom CIA levies requirements.

f. Under CIA leadership, improvements have been made in [redacted] especially related to requirements and notification as to the satisfaction of requirements.

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g. The State Department has initiated, on a limited scale, a program of annual guidance to foreign service posts for reporting in fields of primary intelligence interest to the Department.

7. The total effect of these actions, if energetically and systematically pursued and supported, should be substantial progress toward the general objective of the Joint Study Group recommendations, namely more effective coordination of collection requirements throughout the intelligence community. The role of DIA in integrating DOD requirements should reduce markedly the problem of interagency coordination of requirements, and facilitate such coordination between and among CIA, State, DIA and the National Security Agency. Improvements made in the requirements system within CIA should offer further benefits to the community at large. Continuation and strengthening of State's program of reporting guidance to overseas missions would help serve the community's needs.

8. Actions taken or being considered by the individual agencies, supplemented and supported by the USIB and its committees, provide an essential foundation on which any system of community-wide coordination of intelligence requirements must be built. Further development and evolution of these agency programs should therefore be pressed forward vigorously prior to determining the necessity for or merits of any central facility for coordinating all intelligence requirements.

9. Recommendations:

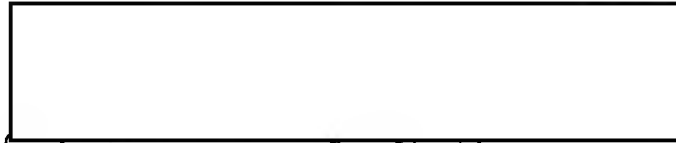
a. That USIB members, collectively and in their respective agencies, encourage and support the strengthening and improvement of the systems within member agencies and in the USIB committee structure for coordinating the development and processing of collection requirements.

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b. That, pending the results of further action pursuant to a. above, USIB defer consideration of the need for or feasibility of a central requirements facility as envisaged in Joint Study Group Recommendations No. 21 and 22.



Assistant for Coordination

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Numbers 21-23